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1.

REPORT OF WORKING GROUP ON EXTENSION TRAINING

I. SUMMARY

1. In brief, it is the opinion of the Working Group on Extension Training:

a. That OTR should determine in the closest possible coordination with the interested Offices what training facilities will best fulfill any given requirements;

b. That the selection of individuals to receive training for Office purposes should be primarily a responsibility of the various Offices, under the general monitoring of the proposed CIA Career Service Board; thus the Offices should concentrate on their own needs and the Career Service Board should look to the training of exceptionally qualified personnel for Agency-wide needs;

c. That individuals on training assignments for three months or less should be carried on Office T/O's and those on longer assignments in specially provided training slots;

d. That the possibilities of on-the-job training should first be thoroughly canvassed by the interested Offices and recourse taken to formal training only when on-the-job training is judged inadequate;

e. That existing training facilities outside the Agency be used whenever possible, improved through subsidy if necessary;

f. That extra-CIA activities involved in extension training under the Career Service Program need not introduce new security problems;

g. That the present requirement for special training slots will not exceed one per cent of the Agency T/O;

h. That training programs concerning particular Offices should be implemented by those Offices, with OTR making arrangements and providing administration and the proposed CIA Career Service Board supervising the whole program.

II. ORGANIZATION AND PARTICIPATION

2. The Working Group on Extension Training (the Group) was set up by memorandum from Executive Secretary/Career Service Committee (CSC) on 26 Oct 1951, with participation as indicated below. Participation by TFS was later approved by CSC memorandum, 20 Dec 1951. The problem assigned the Group in the above cited memorandum of 26 Oct 1951 as amended by CSC memorandum of 28 Nov. 1951 was as follows:

To survey the types of extra-CIA training that are required and to recommend to the Career Service Committee policies and procedures for putting into effect an extension training program or programs

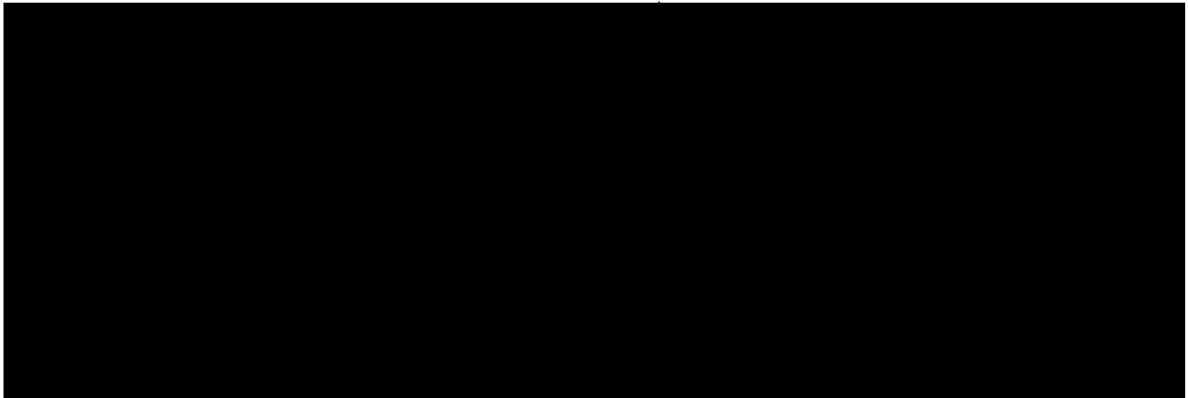
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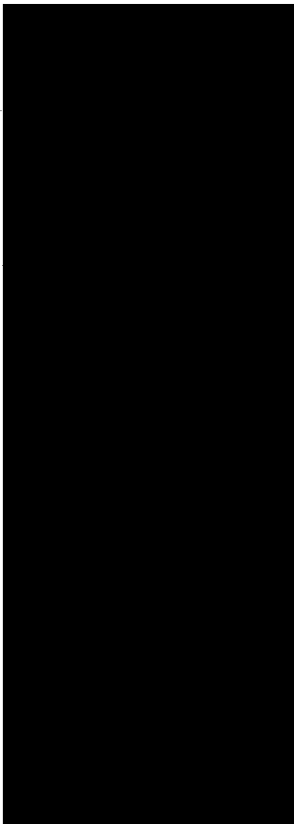
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25X1A9a 3. The Group held its first meeting on 1 Nov 1951, at which the members designated [redacted] OSI, whose services were made available through courtesy of [redacted] as secretary. The Group held 12 meetings, with attendance as follows: 25X1A9a

1 Nov	15 Nov	23 Nov	29 Nov	6 Dec	13 Dec	20 Dec	3 Jan	10 Jan	17 Jan	24 Jan	31 Jan
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* Indicates member designated by memorandum of 26 Oct 1951

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25X1A9a In addition, [REDACTED] Executive Secretary/CSC, attended all meetings except 25X1A9a that of 10 Jan, [REDACTED] consultant of CSC, was present at the meetings 25X1A9a of 15 Nov and 29 Nov, and [REDACTED] member of the Working Group on Rotation, attended the meeting of 31 Jan 1952.

III. ACTION ON REFERENCES APPENDED TO THE PROBLEM ASSIGNED THIS GROUP

4. In the Group's second meeting the Executive Secretary/CSC brought out the point that the Group was expected to make comments on the references to A Program for the Establishment of a Career Corps in the Central Intelligence Agency in the Group's directive. The next two meetings were devoted to this matter. The Group's comments on these references, in the order in which they were listed, appear in paragraphs 5-11 below.

5. On flow charts, sections VI and VII and on paragraphs VI and VII, page xiii:

The Working Group on Extension Training notes that the flow charts VI and VII inserted between pages vii and x of the Program and paragraphs VI and VII on page xiii are summaries of Section VI (pages 14-16) and Section VII (pages 17-18), needing for their revision only editorial action to reflect whatever new form the CSC may give to these sections; therefore this Group has no comment thereon.

6. On Section VI, pages 14-16; Section VII, pages 17-18; Appendix K, pages 56-59; and Appendix N, pages 62-64:

The Working Group on Extension Training believes that the distinction mentioned in the references between "Specialist" and "Generalist" is not applicable to the assigned tasks of this Group. (The Group, in the meeting in which this comment was approved, further noted in its minutes, copies of which went regularly to Executive Secretary/CSC, that it proposed not to return to this matter unless specifically so directed; and no such direction was received.) The Group notes also that Appendices K and N deal with rotation, which is in the assigned problem of another Working Group.

7. On Appendix B, pages 20-21, "List of Institutions in Which Contacts Should be Established":

The Working Group on Extension Training judges that Appendix B is of primary interest to the Working Group on Trainees. In view, however, of the statement in Appendix P, page 67, first paragraph, concerning arranging programs in the universities, the Group desires to point out that changing conditions in extension training requirements and facilities are such that no definitive list of extension training facilities should be made up. While the Office of Training will normally be in the best position to determine which facility will best fulfill any given requirements, the closest possible coordination with the concerned Office should be maintained. The administrative details of any extension training should normally be handled by the Office of Training.

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The Working Group on Extension Training believes that Appendix D does not concern this Group.

9. On Appendix L, page 60, "Advanced Training - CIA Intelligence School" and Appendix R, page 72, "Graduate Training - CIA Intelligence School":

The Working Group on Extension Training repeats, with regard to those portions of Appendices L and R which indicate a different treatment for "Specialists" and "Generalists", its opinion already given in paragraph 6 above that such a distinction is not applicable to the assigned tasks of this Group. As to the concept itself of a "CIA Intelligence School", as expressed in the above cited Appendices L and R, the Group was unable to come to a unanimous opinion. The Group's general opinion on what courses should be provided within CIA and what outside facilities should be used is expressed in paragraphs 18-29 below.

10. On Appendix M, page 61, "Language Training for Specialists":

The Group's recommendations for language training appear below, paragraphs 25 and 26.

11. On Appendix P, pages 67 and 68, "Implementation of University and Industrial Training":

The Working Group on Extension Training concurs in general with the ideas of Appendix P. The Group believes also that the last two sentences of its comment on Appendix B (paragraph 7, above) are pertinent to the administrative aspects of Appendix P.

IV. ACTION ON ASSIGNED PROBLEM

12. The Group considered its problem under the following heads:

- A. Requirements for extension training
- B. Selection of individuals
- C. Organizational status of individuals undergoing training
- D. On-the-job training vs. formal training
- E. Intra-CIA vs. extra-CIA training
- F. Security aspects of extension training
- G. Possible magnitude of an extension-training program

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A. Requirements for extension training

13. The Group, in attention to the initial clause of the first sentence of its assigned problem, namely, "To survey the types of extra-CIA training that are required..." drafted a tentative list of types of training and planned to circulate this list in CIA with request for comments on its adequacy. On advice of the Executive Secretary/CSC that that Committee desired that all material to be routed to Offices not represented on this Working Group be cleared through them, the tentative list was submitted to the CSC.

14. The CSC, in a memorandum to this Group, 28 Nov 1951, expressed its feeling that this Group had gone far enough in its mission of surveying the types of extra-CIA training that were required and stated that the list already prepared would be valuable in connection with negotiations between OTR and the using Offices in designation of particular types of training and facilities. The Group, therefore, gave no further attention to this matter and now attaches the list, in the tentative form in which it originally went to CSC, as Annex A to this report.

B. Selection of individuals

15. The selection of individuals to receive training should primarily be the responsibility of the various Offices, exercised through their Career Service Boards. Similarly, each Office should determine how many of its people should take training, and when. Training of individuals at any stage of their service cannot be restricted to any group, no matter how selected. Not only does the effectiveness of the Agency require early training, but needs of particular Offices may require training of individuals ineligible for a "Development Program." The administration of such training by the Offices concerned and the Office of Training should have as its primary goal increasing the individual's value to the Office. Agency-wide needs of personnel development should be taken into consideration through selection and training by the proposed CIA Career Service Board of exceptionally qualified personnel for Agency-wide key positions. The Career Service Board should, in addition, review or monitor the program of each Office to ensure the proper application of the Career Service Program.

C. Organizational status of individuals undergoing training

16. Any training assignment that would require the absence of an individual from his current position for three months or less should be arranged by the Office concerned within its normal T/O; additional training slots should be provided by the Office of Training to carry individuals for periods of training in excess of three months. The Office needing such additional slots for training should take the initiative in requesting them through the Office of Training. The Office of Training should, as nearly as is possible, base its training T/O for the fiscal year on anticipated needs and should obtain additional slots as necessary through the Project Review Committee with the concurrence of the Director of Personnel and the Office concerned.

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D. On-the-job training vs. formal training

17. Offices should in each case determine, preferably based on recommendations by division and branch chiefs, whether on-the-job training or formal training is more appropriate. The guiding principle should be first to consider, when specific need for improvement is apparent, whether it is not possible for the training needed to be obtained on the job, and then to have recourse to other forms only when on-the-job training is judged inadequate. Generally speaking, if the purpose of the training is to impart a body of knowledge or specific skills, it may best be accomplished by instruction; but if its purpose is to develop the ability to handle a particular job or to increase wisdom acquired through experience, it may best be accomplished by on-the-job training, after such preliminary instruction as is appropriate.

E. Intra-CIA vs. extra-CIA training

GENERAL PRINCIPLE

18. The Group believes that, whenever possible, existing facilities outside the Agency should be used for training. It should be possible in some cases to create outside facilities through arrangement with another Agency, or with universities or corporations. In other cases, facilities may be improved through subsidy.

19. It is possible, however, that any or all of the following four considerations may make training within the Agency preferable or mandatory:

Security: Some Offices may decide against sending their employees outside in groups. It may not be possible to release pertinent CIA material for use in instruction outside the Agency.

Time: It may be more satisfactory, from the point of view of loss of employee time to an Office, to set up part-time courses inside the Agency than to send employees out as either part-time or full-time students.

Availability of instructors: Better instruction in some fields can be obtained inside the Agency, and, in some cases, none can be obtained outside.

Economy: For short courses, involving substantial numbers of people, it may be cheaper to bring the instructors in than to send the students out.

20. In weighing the above factors, however, OTR should consider not only the needs and desires of the individual Offices and the advantages to the Agency, but also the impact of the CIA training program on other Government programs and on the academic community. A temporary advantage to the Agency might mean a definite weakening of a valuable educational institution.

21. Offices setting up training courses for their own personnel should keep OTR posted when the subject matter might be of interest to other Offices and personnel from other Offices could be accommodated.

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SPECIFIC COURSES OF TRAINING

Intelligence Training

22. The Group believes that intelligence training in the organization of this Agency, its mission and its place in the intelligence structure, training on foreign intelligence agencies, and certain specialized training, such as in communications and in photography for special purposes, must be given in the Agency, or at least in the Government.

23. Training in methods of intelligence work must be given inside CIA insofar as it pertains to tradecraft, operations, and CIA methods; training in research as such, however, may better be given in a good graduate school, as may training in the substantive fields covered in paragraphs 27 and 28.

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Language Training

25. The Group recommends that Office of Training continue what is understood to be its present practice of accomplishing as much language training as practicable outside the Agency. The governing factors appear to be whether the training is by groups or by individuals, whether it is of overt or covert personnel, whether it is elementary or advanced in grade, and whether it is general or directed to a special use.

26. Group training of overt personnel should be feasible outside the Agency; on the other hand, group training of covert personnel may have to be accomplished within the Agency. Most individual training, except that provided by the CIA Language Laboratory in part-time instruction to improve or preserve existing linguistic skills, should be provided outside the Agency. When individuals require knowledge of a particular language for their work, but that language is not sufficiently widely needed to justify group training, the individual should be sent to institutions either for intensive or for part-time training, according to the desires of their Office. It may even be necessary in some cases to provide special tutoring. In case individual language training, while it may be of ultimate value to the Agency, is not a prerequisite of present duty, individuals should be encouraged and subsidized through payment of tuition to carry on training on their own time.

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Area Study

for short introductory programs in the various areas, designed to give employees elementary knowledge and orientation so that they may better be able to learn on the job. The time and security factors (paragraph 19 above) may dictate that such

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programs be provided within the Agency, and OTR should continue to consult the various Offices as to their needs and preferences.

Specialized Instruction

28. There is no reason to believe that the Agency will ever be able to offer adequate specialized instruction in fields such as those of the physical sciences or economics, or to provide from its own resources industrial training programs. It is also unlikely that the factors of time-economy and security would demand such an effort. OTR should be prepared to arrange specialized instruction for individuals and groups outside the Agency. It should be possible, in case of particular requirements of the covert Offices for individual training, for these Offices to arrange the necessary cover in each case. In case, however, overriding circumstances demand the provision within the Agency of a special course for a substantial group in any subject whatever, OTR should be prepared to make the necessary arrangements.

Clerical and Administrative Training

29. The Group believes that clerical training, and training in administration -- in so far as training can impart administrative ability -- should be arranged in accord with the same principles (paragraphs 18-21) as suggested for other forms of training.

F. Security aspects of extension training

30. In general, the extra-CIA activities involved in extension training under the Career Service Program need not introduce new security problems or make necessary extensive additional security measures. Offices whose personnel are engaged in training activities must assume the responsibility, consistent with Agency regulations and practices, that all such individuals are given such security briefing as may be necessary before the work is begun. In cases of plans for extra-CIA group training, either by OTR or by any Office, I&SO should be consulted in advance to make certain that Agency requirements can be met. The caliber of individuals selected for extension training should be such that they should be able to participate in any ordinary extra-CIA study or training activity and at the same time maintain proper security.

G. Possible magnitude of training under the Career Service Program

31. The numbers assigned for training at any given time will depend on the personnel situation. The Group is aware that the current stringent situation makes it virtually impossible to free large numbers of experienced employees for lengthy training, and feels that the present effort should be directed principally at new employees, and such other employees as need specific training for a specific job. However, as the situation eases, both internal and external training should be planned for larger numbers.

32. As for the training slots proposed in paragraph 16, the Group feels that, since most of the training at present will be for periods of three months or less and trainees can therefore be handled on Office T/O's, the present requirement will not exceed one per cent of the Agency 170.

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H. Policies and procedures for implementing an extension-training program

33. The program of training should be implemented by the Offices, so far as it pertains to them, through some such mechanism as the proposed Office Career Service Boards, and arranged and administered by OTR, with the proposed CIA Career Service Board supervising the whole program through a staff established for this purpose. The Group has dealt with specific aspects of implementation above.

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Approved For Release 1999/09/22 : CIA-RDP80-01826R000400040103-4

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